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ABSTRACT

At least 154 employment training programs (ETP) providing approximately $25 billion in employment training assistance are currently administered by 14 federal agencies. Individually, these programs are all well-intended. Collectively, however, they have been described as bewildering and frightening to clients and confusing to those who operate them. Many programs do not tailor services to the needs of unemployed persons, and some programs do not know whether or not their participants obtain jobs. At least 21 separate federal and state committees/councils perform interprogram coordination functions. Past efforts to fix the ETP system have fallen short. What is needed is a major structural overhaul and consolidation of ETP is needed that will create a customer-driven employment system consisting of significantly fewer programs with the following guidelines: simplicity, tailored services, administrative efficiency, and accountability. (Appendixes constituting nearly two-thirds of this document include the following: proposed FY94 funding levels of federal ETP by agency; number of ETP programs, agencies, and proposed FY94 funding; comparison of authorized ETP by five main components of services for economically disadvantaged persons; and U.S. executive branch agencies responsible for ETP; flows of funds for adult basic skills programs in Washington and Massachusetts; and problems with the current system of federal ETP.) (MN)

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Committee on Government Operations
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MULTIPLE EMPLOYMENT TRAINING PROGRAMS

Major Overhaul Is Needed

Statement of Clarence C. Crawford, Associate Director, Education and Employment Issues, Health, Education, and Human Services Division

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SUMMARY OF TESTIMONY BY CLARENCE C. CRAWFORD
MULTIPLE EMPLOYMENT TRAINING PROGRAMS
MAJOR OVERHAUL IS NEEDED

By our count at least 154 programs administered by 14 federal departments and agencies provide about $25 billion in employment training assistance. Faced with stiff global competition, corporate restructuring, and continuing federal budget constraints, the federal government can no longer afford to invest in a system that may waste resources and may not help people better compete for jobs. While many agree that change is needed, how to create a better system has sparked much discussion.

PROBLEMS INHERENT IN THE CURRENT FRAGMENTED SYSTEM

When reviewed individually, the more than 150 programs providing employment training assistance have well-intended purposes. However, collectively the current array of programs "...is bewildering and frightening to clients--and even, in some cases, confuses the professionals who operate the programs." And, too often it does not tailor services to the needs of the unemployed. Further, some programs do not know whether participants obtain jobs. Also, there are at least 21 separate federal and state committees or councils with interprogram coordination functions. Many of these receive federal funding. Finally, "Eliminating duplicate bureaucracies will reduce administrative costs, saving money that can be used, instead, for client services."

PAST EFFORTS TO FIX THE SYSTEM HAVE FALLEN SHORT

As you are well aware, past efforts to fix the system have fallen short of solving the substantial problems. These efforts were usually one-time "fixes" that either did not address all the major concerns or did not include all the major programs. The National Performance Review noted that, "Government programs accumulate like coral reefs--the slow and unplanned accretion of tens of thousands of ideas, legislative actions, and administrative initiatives."

RESTRUCTURING THE CURRENT ARRAY OF PROGRAMS AND THE ADMINISTRATION'S PROPOSAL

We are convinced that a major structural overhaul and consolidation of employment training programs is needed. The result would be to create a customer-driven employment system consisting of significantly fewer programs that embodies four guiding principles--simplicity, tailored services, administrative efficiency, and accountability. This will not be easy and cannot occur overnight. The Administration is headed in the right direction with its proposal to consolidate programs serving dislocated workers; however, this consolidation needs to be part of a larger restructuring of employment training programs.

Mr. Chairman and Members of the Subcommittee:

We are pleased to be here today to discuss the results of our work concerning the fragmented "system" of employment training programs and the Administration's proposal[1] for consolidating programs that specifically target dislocated workers. By our count, at least 154 programs administered by 14 federal departments and agencies provide about $25 billion in employment training assistance to out-of-school youth and adults to enhance their skills or employment opportunities.

This testimony is based on our past and ongoing work addressing the federal employment training system,[2] as well as the work of other prominent organizations. Programs included in our work are designed to (1) assist the unemployed, (2) create employment, and (3) enhance employability. The programs provide services to out-of-school youth and adults not enrolled in advanced degree programs.

Faced with stiff global competition, corporate restructuring, and continuing federal budget constraints, the federal government can no longer afford to invest in a system that may waste resources and may not help people better compete for jobs. While many agree that changes in the employment training system are needed, how to create a more effective and efficient system has sparked much discussion.

When reviewed individually, the more than 150 programs providing employment training assistance have well-intended purposes. However, collectively they create confusion and frustration for their clients and administrators, hamper the delivery of services tailored to the needs of those seeking assistance, and create the potential for duplication of effort and unnecessary administrative costs. In addition, some programs lack basic tracking and monitoring systems needed to ensure that assistance is provided efficiently and effectively.
As you are well aware, past efforts to fix the system have fallen short of solving the substantial problems. These efforts were usually one-time "fixes" that either did not address all the major concerns or did not include all the major programs. As a result, more programs evolve each year, and the problems inherent in the system loom even larger.

We are convinced that a major structural overhaul and consolidation of employment training programs is needed. The result would be to create a customer-driven employment system that embodies at least four guiding principles--simplicity, tailored services, administrative efficiency, and accountability. The Administration's draft proposal to consolidate programs serving dislocated workers appears to be a good first step in that process; however, this consolidation needs to be part of a larger restructuring of employment training programs. In addition, some questions about the specific implementation of the proposal remain.

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[1]Our analysis is based on the February 8, 1994, discussion draft of the "Reemployment Act of 1994."

[2]See appendix I for a listing of related GAO products.

CURRENT SYSTEM ADMINISTERED BY 14 FEDERAL DEPARTMENTS

The United States' ability to compete in the international marketplace depends to a great extent on the skills of its workers. Over the years, the federal government's commitment to enhancing workforce quality has been substantial. Our analysis of the President's proposed fiscal year 1994 budget[3] identified at least 154 federal programs or funding streams that requested an estimated $25 billion for employment training assistance. (See app. II for a list of the programs and funding streams.)

Most of these programs are administered by the two agencies typically responsible for enhancing worker skills or training. The Department of Education is responsible for 60 such programs, and the Department of Labor is responsible for 36. However, some programs reside in departments that would not generally be expected to provide employment training assistance, such as the United States Departments of Agriculture (USDA) and Housing and Urban Development (HUD).

Our analysis shows that many programs target the same client populations. For example, veterans are specifically targeted by the largest number of programs (18); other target groups, such as youth, Native Americans, the economically disadvantaged, and dislocated workers, are also targeted by several programs. (See app. III for a list of the target populations.) A large number of programs serving the same target group is not necessarily a cause for concern, but, when these programs provide the same or similar services, it raises questions about duplicative administrative structures.

We also found that programs targeting the same client populations sometimes have similar goals. For example, the nine programs that specifically target the economically disadvantaged largely have overlapping goals. All nine programs have the goal of enhancing clients' participation in the workforce, and four programs--the Labor Department's Job Training Partnership Act (JTPA), Health and Human Service's Job Opportunities and Basic Skills (JOBS), Agriculture's Food Stamp Employment and Training (E&T), and Housing and Urban Development's Family Self-Sufficiency--specifically mention reducing welfare dependency as a primary goal. Given these programs' similar goals, it is not surprising they also serve the same constituency.[4] For example, although the JOBS program was specifically created to help Aid to Families With Dependent Children (AFDC) recipients, Labor's JTPA title IIA program also served more than 136,000 AFDC recipients in 1991. Similarly, the JTPA program served more than 100,000 Food Stamp recipients in 1991 who were also eligible for the Department of Agriculture's Food Stamp E&T program.

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[3]Based primarily on the President's proposed budget for fiscal year 1994 dated April 8, 1993.

[4]This is not meant to imply that clients are receiving the same service, like classroom training, from two separate programs.

Concerns about overlapping programs increase because many of the employment training programs we identified provide the same categories of services through parallel but separate structures. For example, the nine employment training programs that target the economically disadvantaged provided 27 different categories of services in five basic areas: (1) career counseling and skills assessment, (2) remedial education, (3) vocational skill training, (4) placement assistance, and (5) support services. The JTPA title IIA programs offer 24 of those services. The JOBS program provides 17 of the same services as JTPA, and the Food Stamp E&T program overlaps with JTPA on 18 services. These three programs account for about 72 percent of the funding specifically targeted to the economically disadvantaged population. (See app. IV for a list of the 27 employment training services.)

To deliver these services, the federal government has created a patchwork of parallel administrative structures in 14 departments or independent agencies. Within these departments and agencies, 35 interdepartmental offices channel funds to state and local program administrators. (See app. V for a chart of the federal departments and agencies with programs that provide employment training assistance.) For example, five different federal departments--USDA, Education, HHS, HUD, and Labor--administer the nine programs that target the economically disadvantaged, each with its own set of policies, procedures, and requirements. And, each provides staff and incurs costs, both at headquarters and regional locations, to plan and monitor these programs.

At the state and local level, similar often parallel administrative structures administer the delivery of services. (See app. VI for an organizational chart of employment training programs in the state of Massachusetts and app. VII for a similar chart for the state of Washington.) For example, the JTPA program funds about 630 service delivery areas (SDAs) to administer the service delivery at the local level. Also, the JOBS and Food Stamp E&T programs both fund numerous local offices, usually using networks of state
and, sometimes, county-run welfare offices to administer the delivery of program services.

PROBLEMS INHERENT IN THE CURRENT FRAGMENTED SYSTEM

The many overlapping federal employment training programs create a system fraught with problems that confuse and frustrate clients, hamper the delivery of services tailored to the needs of their clients, add unnecessary administrative costs, and, at best, raise questions about the effectiveness of individual programs, as well as the system as a whole. (See app. VIII for comments on the problems of the current system from other organizations.)

Clients, Employers, and Administrators Often Confused and Frustrated

The current patchwork of employment training programs can create confusion for those seeking assistance because it has no clear entry points and no clear path from one program to

another. Even if people find a local agency, they face a burdensome intake and assessment process that likely includes lengthy application forms and prolonged waits for interviews.

Employers also experience problems with the fragmented system of employment training programs. Employers want a system that is easy to access and provides qualified job candidates. Instead, employers must cope with over 50 programs that provide job referral and placement assistance. Employers also express concern that job candidates often lack basic literacy skills as well as the technical skills needed to fill their openings. A survey of employers in the state of Washington showed that 60 percent said they had difficulty finding qualified workers, and 31 percent said employment training programs were too slow in responding to their need for qualified workers.[5]

Employers can also be frustrated by the disjointed approach to government-sponsored economic development activities. Developing a skilled worker is a hollow success if no job opportunities exist when the worker completes training. More than 30 federal programs offer economic development activities to help create full-time permanent jobs for the unemployed and the under-employed, primarily in economically distressed areas. Unfortunately, interaction between federal job training and economic development programs is usually limited. The National Governors Association (NGA) found that less than one in four states administered major economic development and job training programs through the same state-level agency. The NGA also found that only one in three states jointly planned program policies and activities for these related programs, and only one in five states had formal liaisons between related agencies.

Increasingly, program administrators are under orders to coordinate activities and share resources to ensure that program participants get needed services. Nevertheless, conflicting eligibility definitions impede local agency efforts to develop case management systems, create common intake and assessment procedures, and exchange data on clients among programs. As one state administrator commented, "...the aim of case management is to access various programs in order to deliver the best services possible to the client. However, conflicting requirements turn coordination into a jigsaw puzzle...".

For example, in determining who is economically disadvantaged, six different standards are used to define "low income" levels, five different definitions for family or household, and five complex methods for determining income.

Income criteria are not the only barriers to client eligibility determination and service delivery:

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[5]The Investment in Human Capital Study, State of Washington Office of Financial Management, December 1990.

-- Programs targeting youth differ in their age limits. Lower age limits for youth range from 11 to 16 years of age, while upper limits range from 19 to 27. (See app. IX for a chart of lower and upper age differences.)

-- Programs targeting older workers differ in how they define "older"; some use a minimum of 55 years while others use a minimum of 60 years.

-- Dislocated worker programs differ in their criteria for "job loss."

A 1991 survey of state and local program administrators recommended standardizing more than 80 commonly used terms and definitions.[6] Survey respondents also recommended standardizing many conflicting fiscal and administrative requirements as well.[7] For example, another problem facing administrators attempting to coordinate their programs is the difference in program operating cycles. We found that programs targeted to four populations--older workers, dislocated workers, the economically disadvantaged, and youth--all operate on different annual cycles, which hampers the ability of program administrators to jointly plan and coordinate their assistance. (See app. X for a chart of different operating cycles used by programs targeting each of the four populations.)

Programs Frequently Do Not Tailor Assistance to Job Seeker Needs

For job seekers to get the most from the assistance provided, the services must be tailored to their specific needs. However, some programs may not provide all the services needed, or service providers may steer job seekers into inappropriate training activities. For example, dislocated workers are served by two programs--Trade Adjustment Assistance (TAA) and Economic Dislocation and Worker Adjustment Assistance (EDWAA). Dislocated workers in TAA are routinely enrolled in long-term classroom training, but few receive on-the-job training (OJT). In contrast, dislocated workers served by EDWAA usually receive short-term training or OJT.

In addition, because local service providers, who are under contract with local employment training programs, often do their own outreach and have a financial stake in directing clients to their own program or are isolated from one another, little attempt is generally made to refer clients to other programs. As a result, some clients may not receive independent assessments to

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[6]Streamlining and Integrating Human Resource Development Service for Adults, National Governors' Association, Washington, D.C., 1991.

[7]To facilitate closer coordination and more effective use of resources, 1992 JTPA amendments directed Labor, Education, and HHS, in consultation with other agencies, to identify a common core set of consistently defined data elements for the major federal employment and training programs.

determine their needs. For example, many JTPA title IIA[8] sites did not provide independent assessments, but relied on service providers to make the assessments. This gives these service providers the opportunity to selectively steer participants to the training they offer rather than refer them to other service providers.

Another reason program participants may not receive assistance tailored to their needs is that some service providers do not have strong links with employers. Without this information, program administrators cannot determine whether their training is adequately preparing participants for work. Labor market information (LMI) can help program administrators make decisions about the types of training that would be most appropriate to prepare their participants for the local job market.[9] Several federal programs support LMI activities--including the collection and dissemination of LMI through publications and public databases. However, this information is often difficult for program administrators to use because it is not tailored to local labor markets.

Overlap Can Add Unnecessary Administrative Costs

The amount of money spent on administering employment training programs cannot be readily quantified. Estimates of administrative costs range as low as 7 percent for some programs to as high as 15 or 20 percent for others, while other programs do not track administrative costs. Both the National Commission for Employment Policy[10] and the Welfare Simplification and Coordination Advisory Committee[11] agree that programs could realize substantial savings if they did not operate independently and support separate administrative structures. The Welfare Simplification Committee report concluded, "Eliminating duplicate bureaucracies will reduce administrative costs, saving money that can be used, instead, for client services."

Eliminating separate staffs to administer, monitor, and evaluate programs at the state and local levels could also save resources. For example, to help reduce overlap among programs, some state officials have decided that the JTPA, JOBS, and the Food Stamp E&T programs are so similar that it would be more efficient to combine the resources from these programs to provide client services. In the state of Washington, for example, the human services department

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[8]JTPA title IIA programs provide assistance to the economically disadvantaged.

[9]Labor market information is data produced on a regular basis about employment, unemployment, jobs, and workers.

[10]Coordinating Federal Assistance Programs for the Economically Disadvantaged: Recommendations and Background Materials, National Commission for Employment Policy, Washington, D.C., 1991.

[11]Time for Change: Remaking the Nation's Welfare System, Report of the Welfare Simplification and Coordination Advisory Committee, Washington, D.C, 1993.

contracts with the state's employment service department for the administration of its Food Stamp E&T program. At the local level, Washington's human service agencies refer Food Stamp clients to the state's employment service offices for employment training assistance.

Special arrangements at the state or local level to better coordinate services among overlapping programs may be more efficient than operating programs separately or in competition with one another. However, such arrangements can increase the overall administrative costs of these programs. For example, we identified 21 separate federal and state committees or councils with responsibilities for interprogram coordination. Many of these councils operate with federal funding, some with their own staffs and expense accounts. However, a recent survey of state officials found that less than half thought that such efforts actually improved coordination.[12]

The federal government also uses set-aside programs and demonstration projects to look for ways to enhance coordination among programs. The JTPA State Education Coordination and Grants program--with $82 million in funding proposed for fiscal year 1994--was designed, in part, to "...facilitate coordination of education and training services." However, a study by the National Commission for Employment Policy reported that the track record of such set-asides in improving coordination has been mixed.[13]

System Lacks Accountability

Another concern with the fragmented system is that efforts to monitor program performance and outcomes are difficult because some programs cannot readily track participant progress across programs, and sometimes within programs.[14] For example, until recently, the JTPA title IIA program for economically disadvantaged adults tracks activity by funding source, rather than by individual participant. To gather information on services received by a client from this one program, evaluators or local administrators would have to tap into as many as four separate databases. Further, this does not include information on the services the individual may have received from other programs.[15]

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[12]Jennings, Edward T. Jr., "Building Bridges in the Intergovernmental Arena: Coordinating Employment and Training programs in the American States", Public Administration Review, Vol. 54, No. 11 (1994).

[13]Coordinating Federal Assistance Programs for the Economically Disadvantaged: Recommendations and Background Materials, National Commission for Employment Policy, Washington, D.C., 1991.

[14]We are currently studying this issue in more detail. We expect our report to be available shortly.

[15]Multiple Employment Programs: National Employment Strategy Needed (GAO/T-HRD-93-27, June 18, 1993).

Similarly, the TAA program for dislocated workers lacks the basic tracking system needed to ensure that assistance is provided effectively and efficiently.[16] The TAA program has no established performance goals, thus there is little impetus for states to track participant progress or program performance. Even when states collect information on their own, they do not collect the same types of information or their definitions are not consistent. Without basic information on who the program served, the services they received, and how they fared after completing training both in the short and long term, no determination can be made about how the program is performing or what can be done to improve performance. Similarly, the Department of Labor Inspector General and Mathematica found that data on the TAA program were either not collected or were inaccurate and inconsistent.

For JTPA programs, we also found that, in the past, inadequate federal and state monitoring has left programs vulnerable to waste, abuse and mismanagement.[17] Federal oversight has not been directed at identifying improper practices or providing reasonable assurance that the program operates in accordance with the law, regulations and sound management practices. Rather, federal oversight consists primarily of broad policy guidance, limited technical assistance, and minimal scrutiny of program implementation and operation.

In the Employment Service program, we found that federal monitoring activities only provided assurance that states comply with the bare minimum required by applicable laws and regulations.[18] This provides a very narrow picture of program services and little substantive information about how states manage their program or how local offices operate and perform. While compliance with program requirements is an important concern, the failure to consider other factors, such as participant outcomes, as a part of agencies' strategies for planning oversight efforts can result in their not being able to identify local projects that are having performance successes or difficulties.

PAST EFFORTS TO FIX THE "SYSTEM" HAVE FALLEN SHORT

Despite the many problems plaguing employment training programs and more than a quarter-century of tinkering, federal efforts to fix the system have fallen far short of the mark because they tended to be one-time only and failed to address all of the major programs or the most fundamental problems. Many states have also tried to better coordinate programs through

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[16]Dislocated Workers: Proposed Reemployment Assistance Program (GAO/HRD-94-61, November 1993).

[17]Job Training Partnership Act: Inadequate Oversight Leaves Program Vulnerable to Waste, Abuse, and Mismanagement (GAO/HRD-91-97, July 1991).

[18]Employment Service: Improved Leadership Needed for Better Performance (GAO/HRD-91-88).

state-level reorganizations[19] and new delivery structures; however, the different federal requirements of each program have hampered these efforts. As a result, these well-intended federal and state efforts to simplify and coordinate the system have had limited or only temporary success.

By the late 1960s, the number of federal employment training programs had grown into a complicated administrative maze involving many federal departments. In 1967, several sweeping programs were enacted, including the Concentrated Employment Program, the Cooperative Area Manpower Planning System, and the Comprehensive Manpower Program. These programs were meant to reduce fragmentation and decentralize responsibility for program planning. While these efforts helped chart the direction of change in federal employment training policy, their impact was limited because they did not address all of the programs. For example, these efforts did not include the Employment Service, a program that lists job openings for employers and provides job referrals for those seeking work.

In the early 1970s, the Congress recognized the need for a more broadly based employment training program and established the Comprehensive Employment Training Act (CETA) of 1973. However, again neither the original CETA legislation, nor subsequent amendments, brought all major programs under one umbrella.

In the 1980s, efforts to improve efficiency and effectiveness of employment training programs shifted to mandating coordination among related programs. The Job Training Partnership Act of 1982 required state and local Job Training Plans and created state and local coordinating councils to improve the effectiveness of program services. Similarly, the Carl D. Perkins Vocational Reduction Act of 1984 required state councils on vocational education. However, these well-intended coordination initiatives have met with limited success.

Thus far in the 1990s, federal initiatives to better coordinate employment training programs have focused on standardizing terms and definitions and reducing other barriers to interprogram coordination. But the number of programs have continued to grow. The National Performance Review (NPR) noted that, "government programs accumulate like coral reefs--the slow and unplanned accretion of tens of thousands of ideas, legislative actions, and administrative initiatives." The NPR report considers the current system of employment training programs to be inefficient and ineffective. While the report proposed many changes to reduce barriers to more efficiency and effectiveness, federal efforts to improve the existing employment training system have been limited to individual department actions.

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[19]Several states--including Massachusetts, Michigan, New Jersey and South Carolina--have attempted to reorganize agencies or departments to achieve more efficient operations or better coordinated programs.

In a letter to the President, the NGA questioned many of the efforts currently under way to reform the employment training system.[20] While NGA supports the need for reform, it is concerned that "...just as responsibility for job training is scattered across numerous federal agencies, reforms in these programs are proceeding in a piecemeal way which mirrors and will add to the fragmentation of federal job training efforts."

RESTRUCTURING CURRENT ARRAY OF PROGRAMS AND THE ADMINISTRATION'S PROPOSAL

The current fragmented system of employment and training programs is not meeting the needs of workers, employers, or administrators and thus is not helping the United States meet the challenges of increased global competition. While much debate has occurred about how to "fix" the system, our work, as well as that of numerous researchers and several states, suggest that the new system needs to be customer-oriented. That is, it's chief goals should be to help clients acquire the skills necessary to become productively employed and help employers locate qualified job candidates. Designing the new system, and determining the client populations to be served, will not be easy, as demonstrated by past efforts.

We believe that a new system consisting of significantly fewer programs affords the best opportunity for improving the quality of employment training services. One approach could be to build a new system around a specific number of target populations. This is similar to what the Administration is suggesting in its draft proposal to consolidate all dislocated worker programs into one comprehensive program to serve this target population. Similarly, the National Commission for Employment Policy has recommended consolidating employment training programs for the disadvantaged, and the Welfare Simplification and Coordination Advisory Committee has endorsed this recommendation. Whether the Administration will also propose to consolidate programs for the economically disadvantaged under its welfare reform proposal is unknown.

Even if the Administration does formally propose to restructure programs that serve the dislocated workers and the economically disadvantaged[21], these efforts may only affect less than 12 percent of the programs and 15 percent of the total funding for employment training.

Nevertheless, the above proposals could be the first step in creating a comprehensive system. Programs could be consolidated and focused on a specified number of client populations. Such an approach would be simpler and likely more cost efficient (e.g., one program for youth rather than the 16 programs spread across five agencies). In addition, specific performance

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[20]Letter dated January 26, 1994, signed by the chairs and vice chairs of the National Governors' Association, its Human Resources Committee, its Education Leadership Team and its Welfare Reform Leadership Team.

[21]This refers to the nine programs that target the economically disadvantaged.

standards can readily be built in for each target population. This may better ensure that groups of the unemployed with similar needs have equal access to services. It also facilitates designing programs to better meet the needs of particular target populations--enabling services to be tailored to need. Moreover, a system built around specific target populations would help service providers and local agency staff become more familiar with and understand the needs of their clientele, enabling them to provide better quality service. However, one question that must be answered concerns the role of general purpose programs, such as the Employment Service, in a new comprehensive system.

Another issue that needs to be considered is deciding which client populations to serve and what services to provide. Until the consequences of such changes are studied, it is best to hold the level of services available to individuals constant. However, as the new system comes on-line, the Congress will need to focus more intently on determining the appropriate "basket of services" for each client population as well as the costs. This should happen as the Congress prepares to consider the Administration's proposal for consolidating dislocated worker assistance programs.

Still another important aspect of designing a new system is getting the input and support of a wide range of major stakeholders such as state and local governments, employers, representatives of client groups, and service providers. This process could build on the best practices of federal, state, and local government efforts, as well as look to innovations of business, client groups, and service providers. These stakeholders could help design a system that has as its framework clearly defined goals, desired outcomes, and accountability built in, yet affords state and local officials the flexibility to responsibly tailor services to meet their needs. The system should also provide for state and local innovations.

GUIDING PRINCIPLES

As the Congress is presented with proposals to address the problems of the nation's employment training system, there are a variety of ways to achieve the overhaul. Our work, as well as that of numerous researchers and several states suggest that several guiding principles can facilitate the creation of a comprehensive, customer-oriented system. These principles can help in designing the new system's structure (i.e., determining the number of programs and their missions), determining which clients are to be served, and what services are to be provided. These guiding principles include simplicity, tailored services, administrative efficiency, and accountability efficiency.

Simplicity is the first principle to consider in operating an effective employment training system. The multiplicity of problems in the current system of programs leads us to the conclusion that it must be simplified and shaped into a real system. Such a system should be easily accessible by all who seek assistance, including clients seeking jobs and employers seeking workers. In addition, the system structure should be simple, meaning that related activities, such as economic development, should be integrated with employment training activities.

The second guiding principle is tailoring services to clients' needs. This means providing the services to clients that are most likely to result in successful job placement at appropriate wages. It also means providing services at the right time. For workers about to be dislocated, that means at or before they are laid off. Tailoring services also means providing the services that employers need, whether identifying skilled workers or upgrading the skills of their current workers.

A third principle is administrative efficiency. As discussed, the current array of programs hampers effective delivery of services and adds unnecessary administrative costs. Many of the system's inefficiencies can be traced to fragmented, uncoordinated program design. Streamlining administrative activities and eliminating redundancies will make the system considerably more efficient.

The last guiding principle of an employment training system is accountability. This involves having a balanced, integrated strategy of program and financial integrity, a focus on achieving desired outcomes, and a means for periodically assessing program effectiveness. Clearly defined goals and desired outcomes are the cornerstones of such a strategy.

MAJOR OVERHAUL IS NEEDED

In conclusion, we are convinced that a major overhaul and significant consolidation of the existing 154 programs is needed to create an employment training system that will help the United States meet the challenges of an increasingly competitive world. The new system needs to be customer oriented, with its chief goals to help workers and employers. History tells us that designing and implementing a new system will not be easy, nor can it be accomplished overnight. We feel that the Administration is headed in the right direction with its proposal for consolidating dislocated worker programs; however, the consolidation needs to be part of a larger restructuring of employment training programs.

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Mr. Chairman, that concludes my prepared statement. I would like to point out that, as you and the Ranking member know, we are preparing a report that addresses these issues in greater detail that will be available shortly. At this time I will be happy to answer any questions you or other members of the Subcommittee may have.

RELATED GAO PRODUCTS

Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, January 1994).

Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, January 1994).

Multiple Employment Programs: National Employment Strategy Needed (GAO/T-HRD-93-27, June 18, 1993).

Multiple Employment Programs (GAO/HRD-93-26R, June 1993).

The Job Training Partnership Act: Potential for Program Improvements But National Job Training Strategy Needed (GAO/T-HRD-93-18, April 29, 1993).

Multiple Employment Programs (GAO/HRD-92-39R, July 1992).

FEDERAL EMPLOYMENT AND TRAINING PROGRAMS PROPOSED FUNDING LEVELS BY AGENCY (FISCAL YEAR 1994)[a]

Agency and programs		1994[b]
Programs (154)	Funding (in millions)	$24,837.7
Action - (3) programs	Funding Total	100.9
Literacy Corps		5.3
Foster Grandparent Program		66.4
Senior Companion Program		29.2
Department of Agriculture - (1) program	Funding Total	162.7
Food Stamp Employment and Training		162.7
Appalachian Regional Commission - (1) program	Funding Total	11.2
Appalachian Vocational and Other Education Facilities and Operations		11.2
Department of Commerce - (9) programs	Funding Total	220.5
Minority Business Development Centers		24.4
American Indian Program		1.9
Economic Development-Grants for Public Works and Development		135.4
Economic Development-Public Works Impact Program		[c]
Economic Development-Support for Planning Organizations		24.8
Economic Development-Technical Assistance		10.4
Economic Development-State and Local Economic Development Planning		4.5
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration		19.1
Community Economic Adjustment		[d]
Department of Defense - (2) programs	Funding Total	72.8
Military Base Reuse Studies and Community Planning Assistance		6.0

Agency and programs	1994[b]
Transition Assistance Program	66.8
Department of Education - (60) programs Funding Total	13,031.4
Even Start-State Educational Agencies	88.8
Even Start-Migrant Education	2.7
Women's Educational Equity	2.0
Indian Education-Adult Education	4.9
Migrant Education-High School Equivalency Program	8.1
Migrant Education-College Assistance Migrant Program	2.3
School Dropout Demonstration Assistance	37.7
Adult Education-State Administered Basic Grant Program	261.5
Adult Education for the Homeless	10.0
National Adult Education Discretionary Program	9.3
Vocational Education-Demonstration Projects for the Integration of Vocational and Academic Learning	NA
Vocational Education-Educational Programs for Federal Correctional Institutions	NA
Vocational Education-Comprehensive Career Guidance and Counseling	NA
Vocational Education-Blue Ribbon Vocational Educational Programs	NA
Vocational Education-Model Programs for Regional Training for Skilled Trades	NA
Vocational Education-Business/ Education/Labor Partnerships	NA
Vocational Education-Tribally Controlled Postsecondary Vocational Institutions	2.9
Vocational Education-Tribal Economic Development	NA
Vocational Education-Basic State Programs	717.5
Vocational Education-State Programs and Activities	81.3

Agency and programs	1994[b]
Vocational Education-Single Parents, Displaced Homemakers, and Single Pregnant Women	69.4
Vocational Education for Sex Equity	31.1
Vocational Education-Programs for Criminal Offenders	9.6
Vocational Education-Cooperative Demonstration	NA
Vocational Education-Indian and Hawaiian Natives	15.1
Vocational Education-Opportunities for Indians and Alaskan Natives	NA
Vocational Education-Community Based Organizations	11.8
Vocational Education-Bilingual Vocational Training	0.0
Vocational Education-Demonstration Centers for the Training of Dislocated Workers	NA
Vocational Education-Consumer and Homemaking Education	0.0
Vocational Education-TechPrep Education	104.1
National Workplace Literacy Program	22.0
English Literacy Program	0.0
Literacy for Incarcerated Adults	5.1
National Center for Deaf-Blind Youth and Adults	6.7
State Literacy Resource Centers	7.9
Student Literacy Corps	6.1
Federal Pell Grant Program [e]	2,846.9
Guaranteed Student Loans [e]	5,889.0
Federal Supplemental Education Opportunity Grants [e]	125.0
Upward Bound	160.5
Talent Search	67.0
Federal Work Study Program [e]	89.6
Federal Perkins Loan Program-Federal Capital Contributions [e]	13.0

Agency and programs	1994[b]
Grants to States for State Student Incentives	0.0
Educational Opportunity Centers	23.3
Higher Education-Veterans Education Outreach Program	3.1
Student Support Services	110.3
Postsecondary Education Programs for Persons with Disabilities	8.8
Rehabilitation Services Basic Support-Grants to States	1,933.4
Rehabilitation Services Basic Support-Grants for Indians	6.4
Rehabilitation Services Service Projects-Handicapped Migratory and Seasonal Farm Workers	1.2
Rehabilitation Services Service Projects-Special Projects and Demonstrations for Providing Vocational Rehabilitation Services to Individuals With Severe Disabilities	19.9
Rehabilitation Services Service Projects-Supported Employment	10.6
Projects With Industry Programs	21.6
Supported Employment Services for Individuals with Severe Handicaps	33.1
Comprehensive Services for Independent Living	15.8
Library Literacy	0.0
School to Work[f]	135.0
Public Library Services	NA
Department of Health and Human Services (14) programs Funding Total	2,203.5
Job Opportunities and Basic Skills Program	825.0
Community Services Block Grant	352.7
Community Services Block Grant-Discretionary Award	39.7
Community Services Block Grant Discretionary Awards-Demonstration Partnership	4.4
Refugee and Entrant Assistance-Discretionary Grants	12.6

Agency and programs	1994[b]
Refugee and Entrant Assistance-State Administered Programs	84.4
Refugee and Entrant Assistance-Voluntary Agency Programs	39.9
Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals	NA
Family Support Centers Demonstration Program	6.9
State Legalization Impact Assistance Grants	809.9
Transitional Living for Runaway and Homeless Youth	11.8
Independent Living	16.2
Scholarships for Health Professions Students From Disadvantaged Backgrounds	NA
Health Careers Opportunity Program	NA
Department of Housing and Urban Development (4) programs Funding Total	303.4
Emergency Shelter Grants Program	51.4
Supportive Housing Demonstration Program	164.0
Youthbuild[g]	88.0
Family Self-Sufficiency Program	[h]
Department of the Interior - (2) programs Funding Total	20.9
Indian Employment Assistance	16.9
Indian Grants-Economic Development	4.0
Department of Labor - (36) programs Funding Total	7,141.5
JTPA IIA Training Services for the Disadvantaged-Adult	793.1
JTPA IIA State Education Programs	82.4
JTPA IIA Incentive Grants	51.5
JTPA IIA Training Programs for Older Individuals	51.5
JTPA IIC Disadvantaged Youth	563.1

Agency and programs	1994[b]
JTPA IIC Disadvantaged Youth-Incentive Grants	34.3
JTPA IIC Disadvantaged Youth-State Education Programs	54.9
JTPA IIB Training Services for the Disadvantaged-Summer Youth Employment and Training Program (Regular)	1,688.8
JTPA IIB Summer Youth Employment and Training Program (Native American)	[i]
JTPA EDWAA-Dislocated Workers (Substate Allotment)[j]	229.5
JTPA EDWAA-Dislocated Workers (Governor's Discretionary)[j]	229.5
JTPA EDWAA-Dislocated Workers (Secretary's Discretionary)[j]	114.7
JTPA Defense Conversion Adjustment Program	[k]
JTPA Defense Diversification	[l]
JTPA Clean Air Employment Transition Assistance	[m]
JTPA-Migrant and Seasonal Farmworkers	78.3
JTPA-Employment and Training Research and Development Projects	11.2
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	35.1
JTPA-Native American Employment and Training Programs	61.9
JTPA Job Corps	1,153.7
Federal Bonding Program	0.2
Senior Community Service Employment Program	421.1
Apprenticeship Training	17.2
Trade Adjustment Assistance-Workers	215.0
Targeted Jobs Tax Credit	19.2
Employment Service-Wagner Peyser State Grants (7a)	734.8
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	81.6
Labor Certification for Alien Workers	58.6

Agency and programs		1994[b]
Interstate Job Bank		1.9
Youth Fair Chance[n]		25.0
One-Stop Career Centers[n]		150.0
Veterans Employment Program		9.0
Disabled Veterans Outreach Program		84.0
Local Veterans Employment Representative Program		77.9
Homeless Veterans Reintegration Project[o]		NA
Job Training for the Homeless Demonstration Project		12.5
Office of Personnel Management - (1) program	Funding Total	[o]
Federal Employment for Disadvantaged Youth-Summer		[o]
Small Business Administration - (8) programs	Funding Total	157.4
Management and Technical Assistance for Socially and Economically Disadvantaged Businesses		8.1
Small Business Development Center		67.0
Women's Business Ownership Assistance		1.5
Veteran Entrepreneurial Training and Counseling		0.4
Service Corps of Retired Executives Association		3.1
Business Development Assistance to Small Business		20.9
Procurement Assistance to Small Business		33.7
Minority Business Development		22.7
Department of Transportation - (1) program	Funding Total	1.5
Human Resource Programs		1.5
Department of Veterans Affairs - (12) programs	Funding Total	1,410.0
All-Volunteer Force Educational Assistance		895.1
Selected Reserve Educational Assistance Program		[p]

Agency and programs	1994[b]
Survivors and Dependents Educational Assistance	109.1
Vocational Rehabilitation for Disabled Veterans	245.1
Post-Vietnam Era Veterans Educational Assistance	42.4
Hostage Relief Act Program	[q]
Vocational Training for Certain Veterans Receiving VA Pensions	[NA]
Vocational and Educational Counseling for Servicemembers and Veterans	[r]
Service Members Occupational Conversion and Training	64.5
Health Care for Homeless Veterans	28.3
Domiciliary Care for Homeless Veterans	23.4
Housing and Urban Development/Veterans Affairs-Supported Housing	2.1

[NA]Data not available at this time.

[a]Programs identified are federally funded and provide for (1) assisting the unemployed, (2) creating employment, and (3) enhancing employability. The programs provide assistance to adults and out-of-school youth not enrolled in advance-degree programs.

[b]The proposed FY 1994 funding amounts shown in appendix II are based primarily on the President's proposed budget, dated April 8, 1993. In some instances, the amount shown may have been adjusted to reflect only that portion of the program that provided assistance to adults and out-of-school youth; however, in other instances, the amount shown is for the entire program, even though only a portion of the program funding may go to providing employment training assistance as defined in this report.

[c]Economic Development-Public Works Impact: program funds included in Grants for Public Works and Development Facilities.

[d]Community Economic Adjustment: funds allocated in 1993 are used to support programs in out years until funding is depleted.

[e]Education loan program: amounts shown are estimates of loans for associate and nondegree programs, when possible to differentiate.

[f]School to Work: program proposed for fiscal year 1994. Funded at $270.0 million, split evenly between the Departments of Education and Labor. Department of Education funding is from Carl

Perkins Act: $15 million from National Programs-Research and Development and $120 million from Cooperative Demonstrations Program. Department of Labor funding is from the Job Training Partnership Act (JTPA).

[g]Youthbuild: program proposed for fiscal year 1994.

[h]Family Self-Sufficiency Program: job training, education, and support services are paid for by other programs, such as Job Opportunities and Basic Skills Training (JOBS) and JTPA. Federal funds may be used to cover local administrative costs. For fiscal year 1993, appropriations for operating subsidies permit the payment of $25.9 million to cover the administrative costs of operating the Family Self-Sufficiency program.

[i]JTPA IIB Summer Youth Employment and Training Program (Native American): funding included in JTPA IIB (Regular) program total.

[j]The actual funding for the JTPA Title III EDWAA program was increased significantly from the budget request dated April 8, 1993. The proposed funding for substate areas of $229.5 million was increased to $537 million. The proposed funding for the EDWAA Governor's Discretionary Fund was also $229.5 million, but was increased to $357 million. Similarly, the Secretary's Discretionary Fund was increased from $114.7 million to $223 million.

[k]JTPA Defense Conversion Adjustment Program: funds allocated in 1991 used to support programs in out years until funding is depleted.

[l]JTPA Defense Diversification: funds allocated in 1993 used to support programs in out years until funding is depleted.

[m]JTPA Clean Air Employment Transition Assistance: no funds were appropriated for the Clean Air Act in fiscal year 1994.

[n]Youth Fair Chance and One Stop Career Centers: new programs in 1994.

[o]Federal Employment for Disadvantaged Youth-Summer: program coordinated by Office of Personnel Management, but carried out by numerous federal agencies. Obligations devoted to administration not separately identifiable.

[p]Selected Reserve Educational Assistance Program: funding included in All-Volunteer Force Educational Assistance total.

[q]Hostage Relief Act Program: replaced by the Omnibus Diplomatic Security and Anti-Terrorist Act of 1986. No program funding used in any year, but available.

'Vocational and Educational Counseling for Servicemembers and Veterans: program funds included in other veterans programs, such as the All-Volunteer Force Educational Assistance Program.

NUMBER OF EMPLOYMENT TRAINING PROGRAMS, AGENCIES, AND PROPOSED FISCAL YEAR 1994 FUNDING BY TARGET GROUP

Target group	Programs	Agencies	Fiscal year 1994 proposed funding (in millions)
Veterans	18	4	$ 1,584.4
Youth	16	5	4,047.8
Native Americans	10	4	114.0
Economically disadvantaged	9	5	2,661.6
Dislocated workers	9	3	855.5
Homeless	6	4	244.8
Women/minorities	6	3	89.8
Migrant	5	2	92.6
Older workers	4	2	568.2
Refugee	4	1	946.8
Programs not classified[a]	67	9	13,632.2
Total	154	14	$ 24,837.7

[a]Programs not classified include those that (1) do not target any specific group, such as the Employment Service, and (2) target geographic areas rather than populations or other miscellaneous programs, such as Labor's Federal Bonding program, which provides financial bonds for insurance to encourage employers to hire high-risk applicants, like ex-offenders or former drug addicts.

COMPARISON OF AUTHORIZED EMPLOYMENT TRAINING SERVICES BY FIVE MAIN AREAS FOR NINE PROGRAMS THAT TARGET THE ECONOMICALLY DISADVANTAGED

Shown below are the authorized employment training services for the nine programs that target the economically disadvantaged.[1] The program activities are organized according to five main service areas. Definitions for each of the service activities are included at the end.

Service area/ activity	JTPA IIA[2]	JOBS	FS E&T	FSS[3]	VOC ED	EOC	SLMC	TOTAL
I. Counseling/Assessment								
a. Outreach	X			X	X	X		4
b. Assessment	X	X	X	X	X	X		6
c. Employability plan	X	X	X	X				4
d. Monitoring	X		X	X	X			4
e. Case management	X	X	X	X	X			5
f. Post-progress review	X		X	X	X			4
g. Referral to services	X	X	X	X		X		5

[1]The programs shown may in some instances, qualify when or how a particular service may be provided. The programs may also sometimes provide an additional service beyond the 27 activities listed here.

[2]Includes the JTPA IIA State Education and Incentive Grants programs that authorize the same services as the JTPA IIA Adult program.

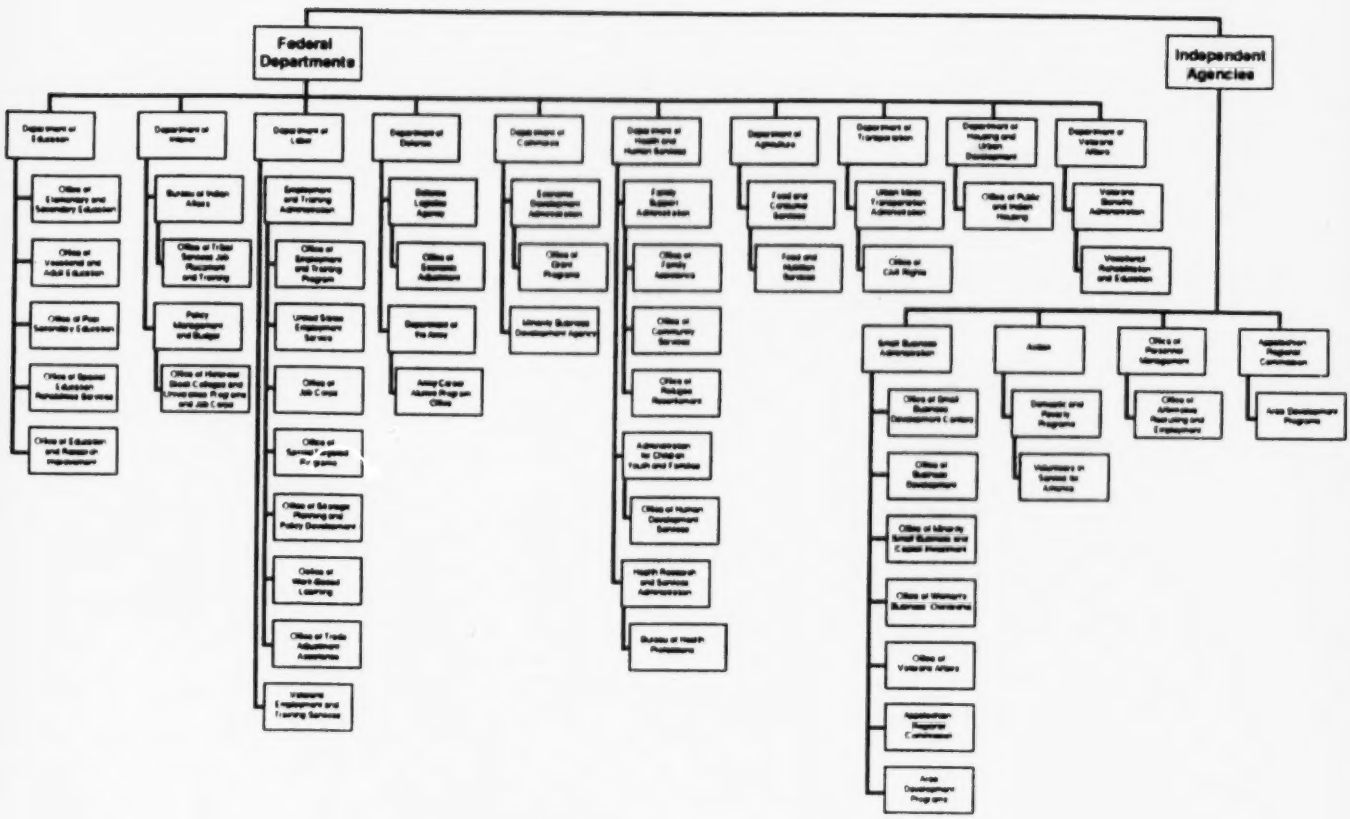
[3]The Family Self Sufficiency program is authorized to provide any of the same services as other federal employment training programs, however, services are paid for by other programs.

Service area/ activity	JTPA IIA[2]	JOBS	FS E&T	FSS[3]	VOC ED	EOC	SLMC	TOTAL
II. Remedial/Basic Skills								
a. Adult Basic Education (ABE)	X	X	X	X			X	5
b. English as a Second Language (ESL)	X	X	X	X			X	5
c. High-school equivalency (GED)	X	X	X	X			X	5
III. Vocational Skill Training								
a. Classroom training	X	X	X	X	X		X	6
b. Employer-specific training and technical assistance	X		X	X	X			4
c. On-the-Job Training (OJT)	X	X	X	X	X			5
d. Workfare		X	X	X				3
IV. Placement								
a. Job creation				X	X			2
b. Job search	X	X	X	X	X			5
c. Job search training	X	X	X	X	X			5
d. Job placement	X	X	X	X	X			5
e. Work study				X	X			2

Service area/ activity	JTPA IIA[2]	JOBS	FS E&T	FSS[3]	VOC ED	EOC	SLMC	TOTAL
V. Support Service								
a. Child care	X	X	X	X	X		X	6
b. Transportation	X	X	X	X	X			5
c. Life skills training	X	X	X	X		X	X	6
d. Medical assistance	X			X	X			3
e. Counseling	X	X		X	X	X		5
f. Needs based payments	X			X				2
g. Transitional child care	X	X		X				3
h. Transitional medical assistance	X			X				2

APPENDIX V

EXECUTIVE BRANCH AGENCIES RESPONSIBLE FOR EMPLOYMENT TRAINING PROGRAMS



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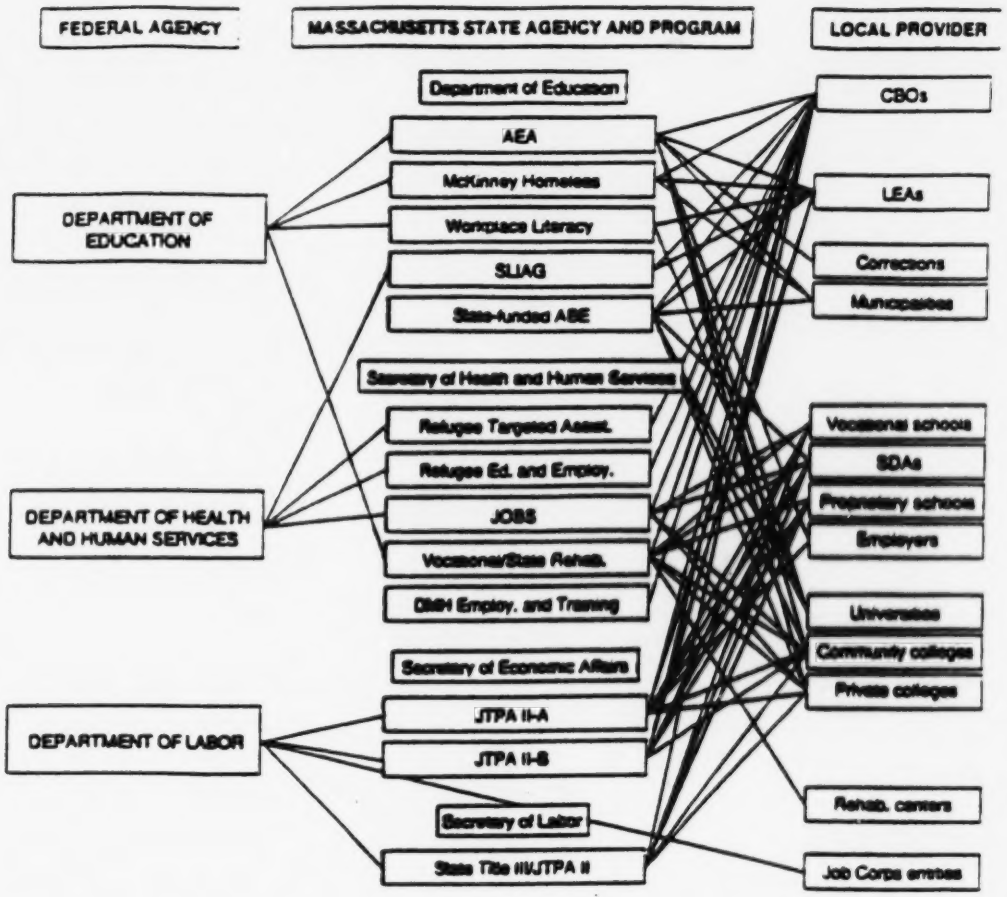
APPENDIX VI

STATE OF MASSACHUSETTS
FLOW OF FUNDS FOR SELECTED EMPLOYMENT TRAINING PROGRAMS AND FUNDING STREAMS



KEY
AEA = Adult Education Act
SLIAG = State Legalization Impact Assistance Grants
ABE = Adult Basic Education
JOBS = Job Opportunities and Basic Skills
JTPA = Job Training Partnership Act
CBO = Community-based organization
LEA = local education agencies
SDA = service delivery area
Rehab. = rehabilitation

SOURCE: Office of Technology Assessment, 1988, based on information developed by the Massachusetts Jobs Council.

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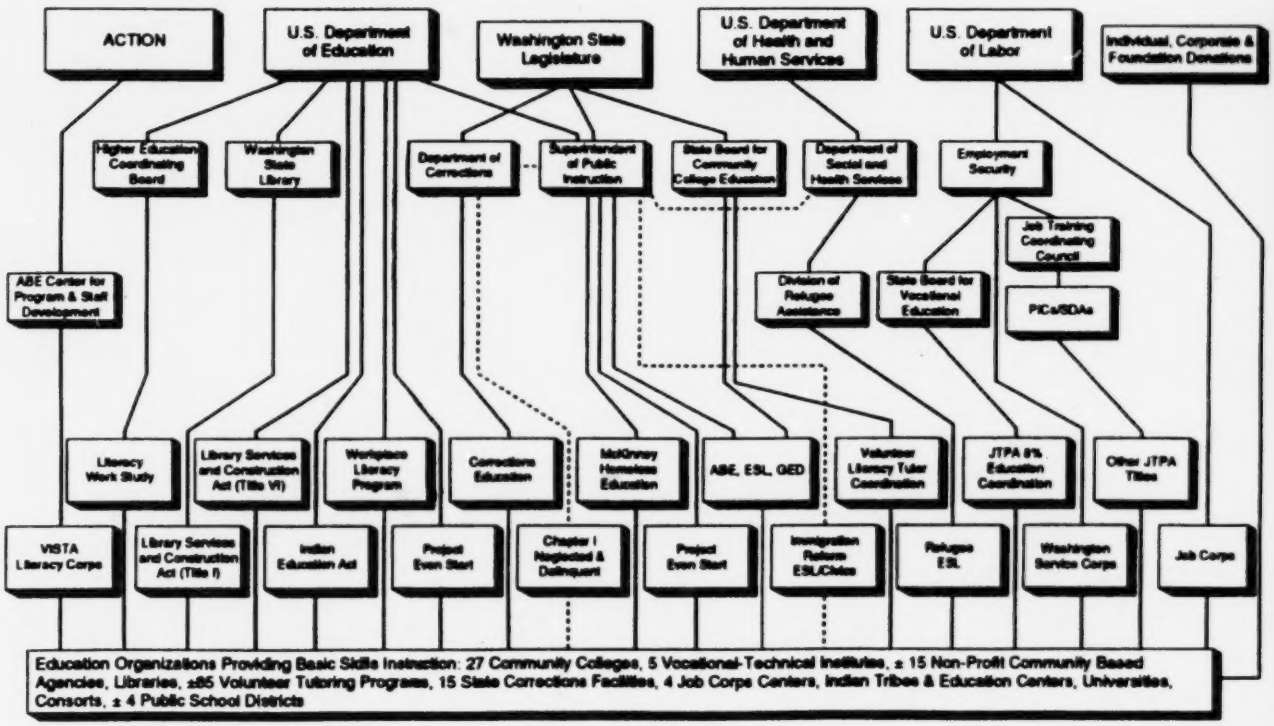
STATE OF WASHINGTON
FLOW OF FUNDS FOR ADULT BASIC SKILLS PROGRAMS


ACTION
U.S. Department of Education
Washington State Legislature
U.S. Department of Health and Human Services
U.S. Department of Labor
Individual, Corporate & Foundation Donations
Higher Education Coordinating Board
Washington State Library
Department of Corrections
Superintendent of Public Instruction
State Board for Community College Education
Department of Social and Health Services
Employment Security
Job Training Coordinating Council
ABE Center for Program & Staff Development
Division of Refugee Assistance
State Board for Vocational Education
PICs/SDAs
Literacy Work Study
Library Services and Construction Act (Title VI)
Workplace Literacy Program
Corrections Education
McKinney Homeless Education
ABE, ESL, GED
Volunteer Literacy Tutor Coordination
JTPA 8% Education Coordination
Other JTPA Titles
VISTA Literacy Corps
Library Services and Construction Act (Title I)
Indian Education Act
Project Even Start
Chapter I Neglected & Delinquent
Project Even Start
Immigration Reform ESL/Civics
Refugee ESL
Washington Service Corps
Job Corps
Education Organizations Providing Basic Skills Instruction: 27 Community Colleges, 5 Vocational-Technical Institutes, ± 15 Non-Profit Community Based Agencies, Libraries, ±85 Volunteer Tutoring Programs, 15 State Corrections Facilities, 4 Job Corps Centers, Indian Tribes & Education Centers, Universities, Consorts, ± 4 Public School Districts

Source: The Investment in Human Capital Study, State of Washington Office of Financial Management, December 1990.

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PROBLEMS WITH THE CURRENT "SYSTEM" OF FEDERAL EMPLOYMENT TRAINING PROGRAMS IDENTIFIED BY NATIONAL ORGANIZATIONS

Organizations/ Institution	Problem Identified
Interstate Conference of Employment Security Agencies	A myriad of employment and training programs operated through a variety of federal, state, and local agencies create a fragmented "system" of workforce preparation and "second chance" assistance which is bewildering and frightening to clients -- and even, in some cases, confuses the professionals who operate the programs.[a]
Job Training Partnership Act Advisory Committee	The fragmented, uncoordinated approach to the delivery of human services should no longer be accepted. It is inefficient, wasteful, and frustrates the consumers of these services: both those who seek training and their potential employers.[b]
National Commission for Employment Policy	Federal programs have characteristics that impede the efficient implementation at the State level, which include: differing administrative provisions, eligibility criteria, planning and operating timetables, and definitions and terminologies. The lack of coordination at the federal level is another obstacle to the State's ability to pursue program integration.[c]
National Alliance of Business	The federal investment in workforce training represents a patchwork of separate, largely uncoordinated programs which are often perpetuated more by bureaucratic momentum than by their compelling benefit to society.[d]
National Governor's Association	Today's, "vast but fragmented system for education and training beyond high school provides services of erratic quality and is generally not meeting the needs of the economy, employers, or individuals. Resources are not coordinated at the point of delivery, and the system's end users cannot easily access its services."[e]
National Youth Employment Coalition	The education and training system is not working well. Resources are spread too thinly over many different federal employment and training programs. State and local administrators are burdened with overlap, duplication, and often conflicting mandates, definitions, eligibility and reporting requirements, etc.[f]
U.S. Department of Health and Human Services, Office of Inspector General	Dating back to 1974, the human service delivery can be described as-- too fragmented, leaving clients with multiple needs unnecessarily vulnerable; too limited regarding program goals; inefficient, duplicative, and bureaucratically confusing to those in need; lacking accountability and self-perpetuating; and not sufficiently attentive to the long-term needs of the client.[g]
Welfare Simplification and Coordination Advisory Committee	The conglomeration of separate welfare programs do not form a system at all. Each program operates independently, assisting a specific population, without regard to the multiple needs of the families it serves. The current programs should be scrapped, in lieu of one comprehensive program with the goal of moving participants towards self-sufficiency. Reorganizing the programs for the economically disadvantaged into one program would minimize conflicting, overlapping, and duplicative provisions and regulations; identify funding disparities, improve program administration and coordination at the federal level; reduce administrative costs; and enable States to deal with fewer agencies.[h]

Sources:

[a]Interstate Conference of Employment Security Agencies, An ICESA Policy Paper: Building An Effective Workforce Development System, September 1993.

[b]The Job Training Partnership Act Advisory Committee to the Secretary of Labor, Working Capital: Coordinated Human Investment Directions for the 90's, October 1989.

[c]National Commission For Employment Policy, Background Paper on Federal Public Assistance Programs: Coordination and Eligibility Issues, October 1991.

[d]National Alliance of Business, Building a Workforce Investment System For America, 1992.

[e]National Governor's Association, Enhancing Skills For a Competitive World, 1992

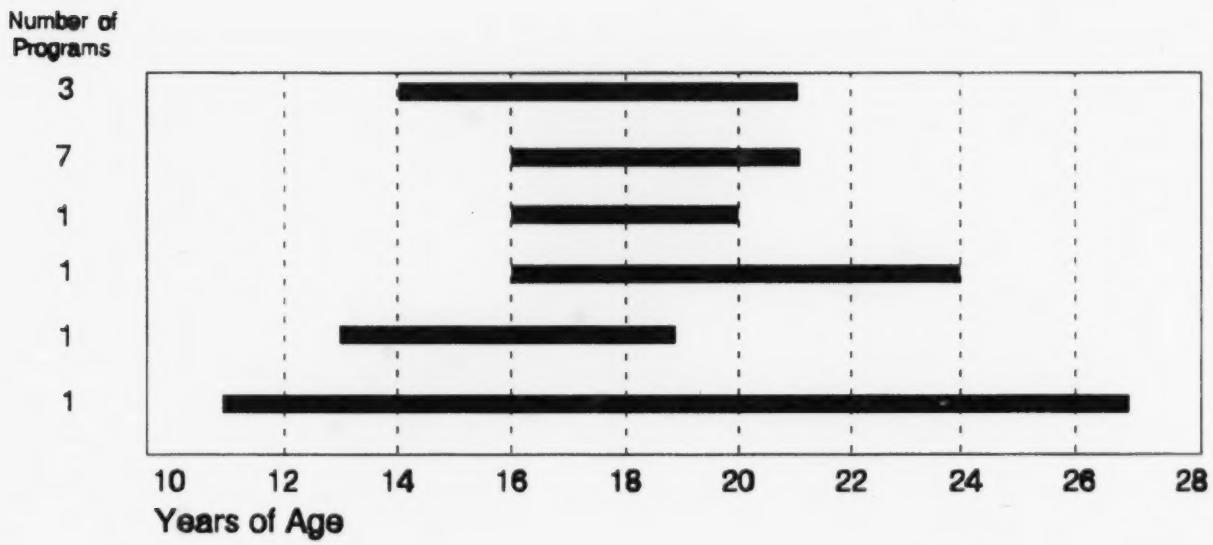
[f]National Youth Employment Coalition and Youth and America's Future: The William T. Grant Foundation Commission on Work, Family, and Citizenship, Making Sense of Federal Job Training Policy, Washington DC: National Youth Employment Coalition and William T. Grant Foundation Commission on Youth and America's Future, 1992.

[g]Office of Inspector General, Department of Health and Human Services, Services Integration: A Twenty-Year Retrospective, 1991.

[h]Welfare Simplification and Coordination Advisory Committee, Time For A Change: Remaking the Nation's Welfare System, June 1993.

LOWER AND UPPER AGE LIMITS FOR YOUTH EMPLOYMENT TRAINING PROGRAMS

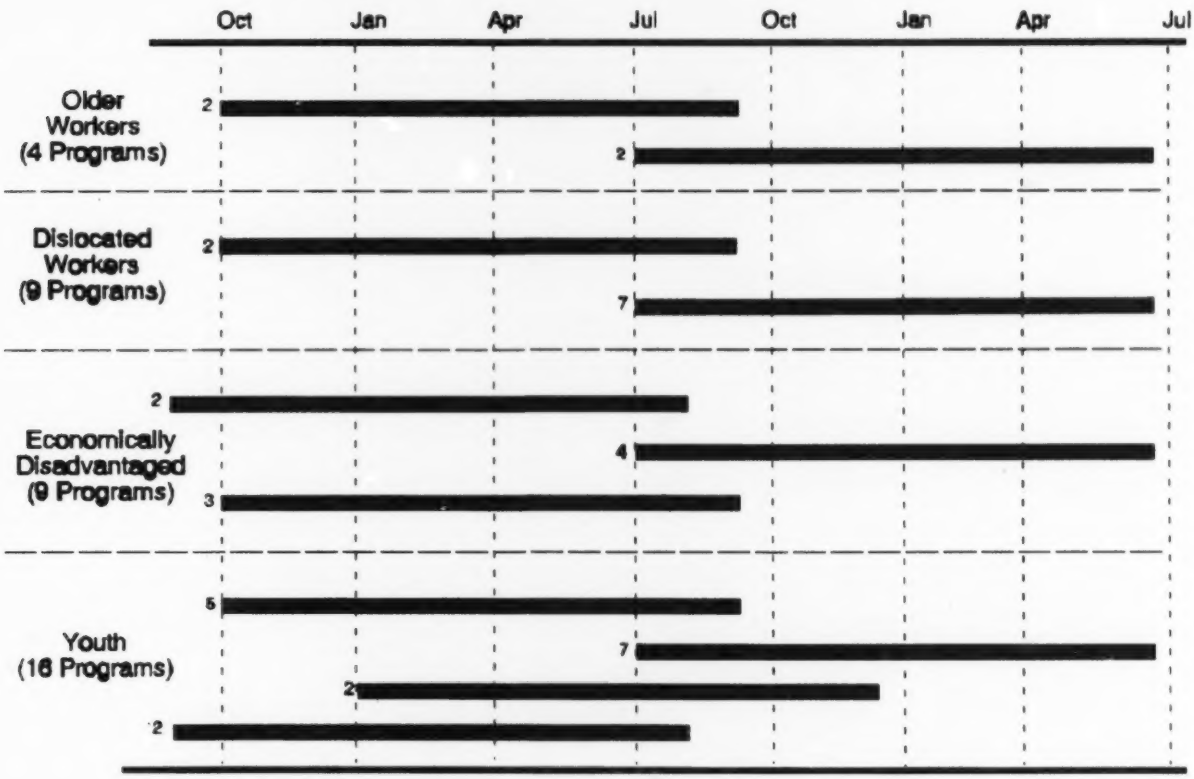
Programs targeting youth vary in eligibility requirements because of differences in their lower and upper age limits. The lower age limits ranged from 11 to 16 years of age, while upper age limits ranged from 19 to 27. These differences in age criteria may result in youth being denied access to some programs.



Note: Analysis based on 14 of the 16 youth programs. For the other two programs, one does not establish an age limit; and the other program was proposed, without eligibility criteria, in the FY 94 budget.

DIFFERENCES IN OPERATING CYCLES

Differences in program operating cycles make it difficult for administrators attempting to coordinate related programs. Programs within each of the four target groups operate on different annual cycles. Most programs (20) operated on the basis of a program year (July 1-June 30); twelve programs operated on the federal fiscal year (October 1-September 30); four programs operated on an academic year (September 1-August 31); and two programs operated on a calendar year (January 1-December 31). These operating cycles varied within each target group regardless of administering agency. For example, two programs that target dislocated workers--TAA and EDWAA--are administered by the Department of Labor. However, the TAA program operates on a fiscal-year basis while the EDWAA program operates on a program-year basis.



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